Chapter 4 Developing Projects Using the Local Agency Guidelines

4.1 General Discussion

The previous three parts of this manual explained how local agencies may qualify to receive Federal-aid funding for their transportation projects. The remainder of the manual explains procedures for developing specific projects.

Once a local agency has qualified to receive Federal-aid funds, as described in Chapter 3, the next action is to apply for authorization of funds to develop specific projects in its transportation program. Depending on their size and complexity, different projects may require different development procedures. The remaining parts of the manual are arranged to reflect these differences.

The next part, "General Project Development," Chapters 6-13, describe activities required during preliminary engineering on all projects.

The sections entitled "Design" and "Construction and Post Construction," Chapters 14-18 and 19-21, offer the local agency a choice of procedures, depending on whether the state will administer its construction contracts.

The specific requirements for a project may change as project development progresses and as more information about a project becomes available. Further details of the specific requirements are shown in the Project Development Process Flow Chart and Checklist. Unfamiliar term definitions are found in the Glossary. Once the local agency has identified the steps required on a particular project, only the parts in the manual that deal specifically with those steps need to be referred to.

4.2 Project Development Process Overview

This section describes the project development process by setting forth project phases, documentation requirements, options for construction administration, and required reviews and approvals.

4.2.1 Phases of Authorization

FHWA funds may be authorized for the following project phases:

- Preliminary engineering
- Right-of-way acquisition
- Incidental Construction
- Construction Engineering
- Construction

4.2.2 Documentation Required for Authorization of Funds.

a. Preliminary Engineering Funds: When applying for preliminary engineering funds only, the following documents are required:

- 1. Project Proposal (Chapter 6),
- 2. Local Agency Agreement (Chapter 7)
- 3. Detailed Cost Estimate, and
- 4. Typical sections, vicinity map, and evidence of PCC Approval date, TIP/STIP inclusion.
- b. Right-of-Way Funds. When applying for right-of-way funds, after preliminary engineering funds have developed right-of-way plans, the following documents are required, if appropriate:
 - 1. Supplement to original Local Agency Agreement(Chapter 7),
- 2. FHWA and MDT approval of environmental documents and clearances (Chapter 9),
- 3. Relocation plan, if relocation is required (Chapter 10),
- 4. Right-of-way plan (Chapter 10),
- 5. Right-of-way Project Funding Estimate or True-Cost estimate (Chapter 10), and
- 6. Detailed Cost Estimate
- 7. Evidence of TIP/STIP inclusion.
- c. Incidental Construction
- d. Construction Funds: The following documents must be submitted to request construction funds:
 - 1. Supplement to Local Agency Agreement,
 - 2. Right-of-way certification (if required),
 - 3. Final FHWA and MDT approval of environmental documents and clearances (Chapter 9),
 - 4. Evidence of TIP/STIP inclusion, and
 - 5. PS& E.
- e. Combined Preliminary Engineering and Construction Funds (no right-of-way acquired); When applying for preliminary engineering and construction funds simultaneously, the following documents are required:
 - 1. Project Proposal,
 - 2. Local Agency Agreement,
 - 3. Detailed Cost Estimate
 - 4. Final FHWA and MDT approval of environmental documents and clearances (Chapter 9), and
 - 5. Typical sections, vicinity map, and evidence of STIP inclusion.

4.2.3 Construction Contract Administration

The local agency has the option of:

- a. Administering the contract if it has approved certification acceptance procedures and operates in compliance with Chapter 3.
- b. Requesting that MDT administer the contract.
- c. Performing contract administration by a consultant (Chapter 12). The local agency still must have a full-time employee in charge.

4.2.4 Reviews and Approvals

The chart below shows required approvals for urban projects using local CA. These actions apply to non-NHS, regardless of project funding source.

Action
a. PE Fund Auth. and Modification.
b. Exceptions to Design Standards
c. Preliminary Design Approval
(Preliminary Field Review, Scope of Work)
d. Experimental Work Plans

Agency
FHWA
Local Agency/State
FHWA

d. Experimental Work Plans
 e. PS&E Approval
 f. Proprietary item, sole source
 (public interest finding, certification)
 FHWA/State
 FHWA/State

g. Concurrence in Award State

h. State Forces Work Local Agency /State

When the local agency is the approving authority for any phase of work, it must operate within the *Local Agency Guidelines* and all applicable federal, state, and local laws and regulations. As outlined in Chapter 3, MDT will monitor the agency's procedure. MDT is the approval authority when the local agency is not certified.

4.3 Standards

Standards are addressed in Chapter 14.

4.4 Project Development Process Flow Chart and Checklist

The flow chart (see Appendix 4.6.1) and checklist (see Appendix 4.6.2) depict the sequence of major activities necessary to develop transportation projects using FHWA funds.

It is recommended that a copy of the checklist be inserted in the project file and used to initiate and document the activities necessary to complete a project.

4.5 Tools

Link to FHWA training videos on Project Development: http://www.fhwa.dot.gov/federal-aidessentials/catmod.cfm?id=66

4.6 Appendices

- 4.6.1 Project Development Process Flow Chart
- 4.6.2 Project Development Checklist

Appendix 4.6.1 Project Development Flow Chart

Phase I Proposal Development and Project Approval



Phase II
PSA Development and Execution



Phase III
Preliminary Engineering
(9102 Account)



Phase IV
Incidental Construction, Right Of Way
Acquisition, Construction,
Construction Engineering, Other



Phase V Project Closeout

Appendi	x 4.6.2	Project Development Checklist
Project T	itle:	
Project L	ocation: _	
Road or	Street Num	ber: FA Program:
		Project Initiation
<u>Initials</u>	Date or N/A	(Chapter 2)
		Project in STIP Federal aid program form (Sheet 1 of Proposal) to: Metropolitan planning organization Or MDT CTEP Office Program of projects approved by appropriate agency
		Project Proposal (Chapters 6, 10, 14, and 16) Sheet 1 Project information, local agency project number Description of proposed work and existing facility Cost estimate of all phases Proposed obligation date Environmental determination (Cat Ex, EIS, EA) Request species listing from USFWS and MNHP Signature block
		Sheet 2 Geometric design data Accident data Environmental considerations Performance of work
		Sheet 3 Right-of-way relocation Utility relocations FAA Involvement Signature Resurfacing and Rehabilitation safety checklist, typical roadway, vicinity map Project application checklist

Local Agency Agreement (Chapters 7 and 8)

<u>Initials</u>	or N/A	
		Billing address
		Description of work matches proposal
		Check math on agreement
		Federal aid matching percentage Method of financing
		Method of finalchig Agreement signed by approving authority
		Request Preliminary Engineering Funds
		(Chapter 4)
		Project programmed
		Project application package to LAG Certification Liaison
		Project proposal with attachments
		Local Agency Agreement
		Project application checklist completed
		PE funds authorized by LAG Certification Liaison
		Consultant Selection Process
		(Chapter 13)
		Independent estimate for consultant services and recommendation (request) to approving authority
		Receive approval to advertise for consultant services
		Advertise for consultant services
		Develop consultant evaluation selection criteria
		Select minimum of three best-qualified firms
		Submit request for approval of selected firm to approving authority
		Conduct pre-award audit (if necessary) before negotiations
		Negotiation completed submit final draft of agreement, etc., to the approving authority Receive approval from approving authority
		Agreement signed by consultant
		Agreement executed by approving authority (consultant may now begin work)
		Notice to proceed sent to the consultant
		Send copy of agreement to LAG Certification Liaison.
		Congultant Administration
		Consultant Administration (Chapter 13)
		Oversee the consultant's work and billings to ensure compliance with the agreement
		Prepare diary to record discussions and visitation with the consultant
		Check consultant billings regarding employee classification, wage rate, actual invoices for direct
		non salary costs, etc.
		Enter consultant payment on ledger system
		Conduct consultant employee interviews

Environmental Processes

(Chapter 10)

	Date	
<u>Initials</u>	or N/A	
		<u>Categorical Exclusion</u>
		For Categorical exclusion to be approved by FHWA complete the Endangered Species Act (ESA)
Biological	Assessment	
		(BA) process and Section 106 process
		Submit species listings requests
		Submit determination of APE to MDT Cultural Resource Staff
		Complete the Environmental Classification Summary (ECS) using the listings
		Submit completed draft biological resource report (BRR) to LAG Certification Liaison
		Programs for review
		Submit completed Section 106 documentation to LAG Certification Liaison
		Revise and re-submit BRR to MDT
		Get concurrence from MDT and/or USFWS
		Get concurrence as necessary for affects greater than "no affect" from MDT and/or USFWS
		Submit concurrence letters for BRR and Section 106 requirements, final BRR, final
		Section 106 documentation, and final ECS to MDT CTEP Office for FHWA approval
		Environmental Assessment
	_	Prepare MEPA/NEPA checklist for local environmental assessment
		Submit draft environmental assessment to LAG Certification Liaison
		Revise draft environmental assessment
		Approve draft environmental assessment
		Publish environmental assessment notice
		Publish opportunity for public hearing
		Submit revised environmental assessment and legal notice to LAG Certification Liaison
		Finding of no significant impact by FHWA
		-OI-
		Establish requirement for Environmental Impact Statement
		Environmental Impact Statement
		(Chapter 10)
		Publish notice of intent
		Submit interdisciplinary team recommendations to project manager
		Develop public involvement plan
		Develop data inventory and evaluation from interdisciplinary team
		Project manager reviews preliminary discipline reports
		Submit preliminary Draft Environmental Impact Statement to LAG Certification Liaison
		signature
		Dublish in Federal Desister (minimum 45 days comment assist)
		For state route, obtain Montana Department of Transportation approval before advertising for
		public hearing
		Advertise opportunity for public hearing
		Submit preliminary Final Environmental Impact Statement and draft record of decision to MDT
		Receive comments from LAG Certification Liaison
		Receive approval to print Final Environmental Impact Statement
		Submit final Environmental impact Statement to LAG Certification Liaison
	Date	

<u>Initials</u>	or N/A	
	_	_ Receive FHWA approval
	_	_ Circulate final Environmental Impact Statement
		_ Final record of decision approved by FHWA
		Location and Design Approval
		(Chapter 16)
		(Chapter 10)
	_	_ Submit project proposal
	_	Submit design report
	_	_ Submit pavement design criteria
		_ Meet environmental requirements
		Concurrence with BA effect determinations
		For major bridge project, submit type, size, and location study to LAG Certification Liaison
	_	
	_	Obtain location and design approvalPublish design approval notice
		_ 1 donsh design approvar notice
		Right-of-Way Funding and Acquisition
		Funding (Chapter 4)
		Complete design hearing requirements
		Submit right-of-way acquisition plan, right-of-way project funding estimate or true cost estimate, supplement to Local Agency Agreement and FHWA approval of environmental documents, to
		LAG Certification Liaison with request for right-of-way funds
		Receive authorization to acquire ROW from LAG Certification Liaison
	_	_ Receive address to dequire Row Hom Erro Continuation Emison
		Acquisition (Chapter 11)
		_ Acquisition procedures approved by LAG Certification Liaison
		Set up documentation file for each parcel
	_	Set up commitment file
		Appraisal:
		_ Appraiser meets MDT criteria
		_ Give landowner opportunity to accompany appraiser
		_ Signed appraiser certification in file
		Appraisal Review:
		_ Appraisal reviewer meets MDT criteria
		_ Date of value determination precedes commencement of negotiations
		Just compensation set by agencySigned review appraiser certification in file
		_ Signed review appraiser certification in the
		Negotiations:
		_ Ensure that private firms negotiators are licensed and have a licensed broker
		Prepare diary of all owner contacts
		_ Make appointment with property owner
		Give owner written statement of just compensation
	Date	_ Ensure that settlement contains construction clauses
Initials	or N/A	
	1111	Obtain evidence of clear title
		Specify salvage

	Relocation Plan:
	Approved by MDT
	Furnished plan to person scheduled to be displaced
	Send written notice to vacate
	Pay last resort housing costs
	Check for filed appeal against local agency offer
	Complete relocation
	Complete acquisition
	Complete administrative settlement documentation
	Place a copy of deeds in file
	Send: Letter of certification
	LPA coordinator conducts certification review
	MDT's certification by LAG Certification Liaison
	Plans, Specifications, and Estimates
	(Chapters 10, 12, and 17)
	Review commitment and correspondence file
	When applicable, secure the following permits or interagency coordination:
	Airport roadway clearance from FAA
	Coastal zone management compliance from DOE
	For cultural, archeological, or historic sites SHPO contacted
	Obtain concurrence letters for environmental determination
	Request updated ESA species lists every six months
	When waters modified or controlled, USFWS and State Department of Fisheries and
	Wildlife consulted
	When stream is affected, permit from DOE
	For timber supporting land, permit from DNR
	When construction might reduce water quality, contact DOE
	For quarries of 2 acres (0.81 ha) and 10.000 tons (9 091 metric tons) or moreDNR
	contacted
	Waters/wetlands Army Corps of Engineers contacted
	For navigable waterways, permit from Coast Guard obtained
	If wetlands are affected, U.S. Fish and Wildlife Service or National Marine Fisheries
	Services contacted
	Utility agreement obtained
	Railway agreement(s) obtained
	PS&E completed:
	Vicinity map
	Summary of quantities
	Pit, quarry, stockpile, and waste sites
	Reclamation plans
	Roadway sections
	Plans/profiles
	Utility
	Structure notes
	Signing
	Illumination
	Bridge plans
	Traffic control
	Standard plans
	Sheets numbered and dated
	Each sheet signed and stamped by Professional EngineerBridge plans,
design calculations, and so	oil report to LAG Certification Liaison (State Ad and Award only)
	Form FHWA-1273 and latest amendment included
	Log of test borings
	Training requirements

EEO requirement clauses
For steel. Included Buy America requirement
Traffic control special provisions
Specialty items
General special provisions and amendments arranged in order and indexed
Project proposal
Federal Aid Proposal Notices (2 pages)
Noncollusion Declaration
Contract
Certification for Federal Aid Contracts (Lobbying)
DBE Utilization Certification
Engineer's estimate complete
Documentation for each item in engineer's estimated
Justification for nonparticipating items
Detailed documentation for lump sum items available in project files
Estimate to LAG Certification Liaison
Training goal set by LAG Certification Liaison
Sources approved by approving authority
Approval of stockpiling by LAG Certification Liaison
(when payment is requested for material when stockpiling aggregates, etc., for use or
a future federal aid project)
Distribution of preliminary plans as determined by local agency
Field review of PS&E (State Ad and Award only)
 For tied bids, letter from approving authority
 For State Ad and Award, financial responsibility letter with PS&E documents sent to LAG
 Certification Liaison
PS&E approved by approving authority
 Plans, contract specifications and estimate stamped, signed, and dated, and on file in the local
 agency office
State and federal wage rates added to ad plans
 PS&E sent to LAG Certification Liaison
Request Construction Funds
(Chapter 4)
Project in STIP
 Send letter with the following attachments to LAG Certification Liaison requesting construction
 funds:
Supplement to Local Agency Agreement, if project includes other phases
Letter of right-of-way certification
Final FHWA approval of environmental documents
Local Advertisement and Award
(if administered by local government)
Advertise for Bids (Chapter 18)
 Get Highways and Local Programs Contract Number from LAG Certification Liaison
 Approve ad period of less than 21 calendar days
 Publish notice of bid opening
 Date of publication for sealed bids

Bid Opening (Chapter 18)

	Date	
<u>Initials</u>	or N/A	
		be delayed) Opened Bids
		Prepared bid tabulation sheet
		Checked submitted bids for tabulation errors
		Completed bid and bidders tabulation sheet
		Determine a consequence 114
		Determine contractor qualifications
		Contractor registered by Montana Department of Labor and Industries
		Contractor licensed as required by the laws of the state of Montana
		Award recommendation sent to approving authority
		recommendation to approving authority
		Submit supplement to Local Agency Agreement
		Supplement approved by Assistant Secretary for Highways and Local Programs
		Award of Contract (Chapter 18)
		Establish contract award date,
		Sent 'Award Letter" to successful low bidder
		Notify all unsuccessful bidders Potum hid hands (expent for first three)
		Return bid bonds (except for first three) Notify second and third bidders of holding bid bonds until execution
		Sent to LAG Certification Liaison:
		Tabulation of bids
		Engineer's estimate
		Actual versus estimated costs shown in Local Agency Agreement
		Award letter
		DBE utilization certification
		Estimated date of contract completion
		DATE OF AWARD IS CUTOFF FOR CHARGING TO PRELIMINARY ENGINEERING
		Construction Administration
		Execution of Contract (Chapter 18)
·		Sent contract and contract bond papers to contractor for signature
		"Certificate of Insurance" received from contractor
		Approving authority executed contract documents
	_	Notified the contractor by phone of the execution of the contract
		Executed a copy of the contract to contractor
		Sent notice to proceed to contractor, with cc to LAG Certification Liaison Returned bid bonds to second and third bidders
		<u>Preconstruction Conference</u> (Chapter 19)
		Notice of preconstruction conference to:
		Contractor
		LAG Certification Liaison
		Affected utility companies
		Police department
		Fire department
		Hospital
		Ambulance service
		Post Office

	Others
	Preconstruction conference agenda prepared
 	Preconstruction conference held
 	Minutes of meeting to:
 	Contractor
	Subcontractors
	LAG Certification Liaison
	Other attending persons
	Invited but not represented agencies
	Project file
 	"Training Program":
	Received from contractor
	Approved by agency
 	"Apprentice/Trainee":
	Approval request from contractor
	Approved by agency
	Construction Documentation (Chapter 20)
	Contractor provides copies of permits obtained from other agencies and/or property owners:
	Montana State Dept. of Wildlife/Fisheries-Hydraulic Permit
	Montana State Dept. of Ecology
	Irrigation Regional
	Burlington Northern Railroad
	Union Pacific Railroad
	Air Pollution Control Authority
 	Temporary water pollution control plan approved
 	Agency requests updated ESA species listing every six months
 	Approved contractor's progress schedule
	Received railroad insurance from contractor
	Construction diary started
	Inspector's Daily Work Report started
	'Certification of Materials Origin" received from contractor
 	Material source approval received Plans for falsework and forms:
	Received from contractor
	Approved by agency
	Approved by agency
 	Required job site posters placed by contractor (reference EEO required bulletin board checklist)
	http://www.mdt.mt.gov/publications/forms.shtml#eeo
 	Daily construction traffic control records started (Checked twice daily and recorded)
 	Weekly statement of working days charged
 	Material acceptance sampler appointed
 	Material independent assurance sampler appointed
 	Appointed office engineer for progress estimates and final records
 	Obtain a copy of the scale certifications
 	Daily scale check
 	Received FHWA Form 1391 for each July from contractor and subcontractors
·	FHWA Form 1392 prepared and sent to LAG Certification Liaison
 ·	Received "Request to Sublet Work" and "Subcontractor or Agent Certification" from contractor
	Approved request to sublet (subject to 60 percent limit) Received "Intent to Pay Prevailing
	Wages" from contractor, subcontractors, and agents
	Checked first certified payroll from contractor and subcontractors to ensure payment of
	prevailing wages
	Conducted random check of each successive payroll
	Wage rate interviews conducted
 	Checked employee interview wage rate against certified payroll and Labor and Industries
 	approved prevailing rate

Chapter 4		Developing Projects Using the Local Agency Guidelines	
		Assigned Change Order Numbers	
		(LAG Certification Liaison approval required when change order will alter the termini, character, or scope of work. Approval must be obtained before effective date of change order to	
		be eligible for federal participation.)Prepare change order that details basis and need for the change	
		rrepare change order that details basis and need for the changeExtension of time approveddays	
		Change order signed by contractor	
		Verbal approval obtained from approving authority	
		Signed by approving authority	
		Original sent to contractor	
		Copy of approved change order sent to LAG Certification Liaison	
		Supplement to Local Agency Agreement approved by LAG Certification Liaison	
- <u></u>		Generated monthly estimate	
		Verified and documented that DBE is performing a commercially useful	
		function prior to making a monthly payment	
		Prepared estimate	
		Checked estimate	
		Estimate sent to contractor	
		Overview of EEO (Chapter 11):	
		Agency designates an EEO officer	
		Conduct on-site compliance review	
		Monitor DOT Form 820-010 each month for each tradeNotify contractor of compliance or non-compliance with the contract provisions	
		Ensure EEO signs are posted	
		Project Closure (Chapter 21)	
	Date		
<u>Initials</u>	or N/A		
		Prefinal inspection by local agency and contractor completed	
		Final inspection by local construction agency and contractor completed	
		Resolve deficiencies found during the above field inspection	
		Report of Non-American Made Material (Stand. Specs. 1-06.5) received from contractor	
		Notice of completion sent to contractor	
		Extension of time request with justification received from contractor Extension of time granted,days	
		Extension of time granted,days Extension of time refused,	
		days	
		liquidated damages	
·		Letter sent notifying contractor of assessed liquidated damages	
		Receipt of Substantial Work Complete Date form from contractor	
		Copy of completion notice requesting inspection and acceptance by MDT and FHWA sent to	
		LAG Certification Liaison	
		Contractor submitted claim	
		No claim submitted	
- <u></u>		Notice of completion to:	
		Department of Labor and Industries	
		Department of Revenue	
		Received from contractor	
		Received "Affidavit of Wages Paid" from contractor and subcontractors	
		Received ESA species listing for the project every six months	
		Comparison of preliminary and final quantities sent to approving authority	
		Material certification form sent to approving authority	
		As built plan completed (to be retained 50 years)	
		Final documentation completed	
		Final estimate approved by the approving authority	

Chapter 4	Developing Projects Using the Local Agency Guidelines
	Receipt of Contractors Request for Acceptance and Certification Paid final estimate Completion of Certificate of Completion Final billing sent to LAG Certification Liaison (within 90 days after completion) Informed by LAG Certification Liaison of MDT final billing approval